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Message Text

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71
ACTION IO-11

INFO OCT-01 EUR-12 ISO-00 AID-05 EB-07 CU-04 COME-00

TRSE-00 LAB-04 SIL-01 AGR-10 HEW-06 ORM-02 DHA-02

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R 091230Z APR 76
FM AMEMBASSY ANKARA
TO SECSTATE WASHDC 3132
INFO AMEMBASSY MONTREAL
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY VIENNA

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MONTREAL FOR ICAO
PARIS FOR UNESCO
ROME FOR FODAG
VIENNA FOR IAEA AND UNIDO

E.O. 11652: N/A
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SUBJ: CERP 0008-UNDP: EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 72386

1. COMMENTS BELOW ARE KEYED TO SUBJECTS IN STATE 72386 IN ORDER REQUESTED. SINCE US AID ACTIVITIES HAVE BEEN ALMOST COMPLETELY PHASED OUT IN TURKEY, THIS REPORT IS OF A MORE GENERAL NATURE THAN IN THE PAST SINCE USG RELATIONS WITH UNDP HAVE OBVIOUSLY CHANGED WITH THE TERMINATION OF OUR AID MISSION. IN PARTICULAR, EMBASSY NO LONGER HAS TECHNICAL EXPERTISE NECESSARY FOR IN-DEPTH EVALUATION OF NEED, FEASIBILITY AND IMPLEMENTATION OF INDI-VIDUAL PROJECTS UNDERTAKEN BY UNDP OR OTHER SPECIALIZED UN AGENCIES.
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2. ROLE OF UNDP IN UN DEVELOPEMNT SYSTEM. UNDP RESIDENT
REPRESENTATIVE IS THE REPRESENTATIVE FOR AN NUMBER OF UN AGENCIES,
AND IS THE COORDINATOR FOR OTHER AGENCIES WHICH HAVE THEIR OWN
REPRESENTATIVES IN ANKARA. THE UNDP RESREP IS AGENCY REPRE-
SENTATIVE FOR UNIDO, FAO, ICAO, WHO, ILO, UNFPA, AND WFP.
SENIOR UNIDO AND FAO ADVISERS ARE FUNDED BY BOTH UNDP AND
PARENT AGENCIES AND REPORT TO RESREP, AS DOES WHO SENIOR MAN.
ILO REPRESENTATIVE WILL ARRIVE IN NEAR FUTURE AS RESULT OF RECENT
MINISTRY OF LABOR-ILO PROJECT INITIATION, BUT HE TOO WILL REPORT
TO UNDP RESREP. UNICEF IS COMPLETELY INDEPENDENT BUT COOR-
DINATES WITH UNDP. UNHCR REGIONAL REP IS IN BEIRUT AND HANDLES
ANKARA ON A PART-TIME BASIS. UNDP AND IBRD ACTIVITIES ARE
WELL COORDINATED AND UNDP HAS STANDING BRIEF TO FOLLOW EXTENSIVE
WORLD BANK ACTIVITIES IN TURKEY SINCE IBRD HAS NO IN-COUNTRY
REPRESENTATION.

3. PRESENT UNDP RESREP NESSIM SHALLON, AN AMERICAN, WHO
PREVIOUSLY SERVED 4 YEARS AD DEP RESREP IN INDIAN AND 4 YEARS
RESREP IN IRAN, BEFORE COMING TO TURKEY IN 1974, HAS EXCELLENT
WORKING RELATIONSHIPS WITH HOST GOVERNMENT AND WITH OTHER UN
AGENCIES IN THE FIELD. WHILE THE SIZE OF AN INDIVIDUAL AGENCY'S
PROGRAM IN COUNTRY, OF COURSE, OFTEN DETERMINES
WHETHER AN AGENCY ADVISER IS ATTACHED TO UNDP RESREP STAFF
OR OPERATES MORE AUTONOMOUSLY, SYSTEM OF SENIOR ADVISORS RE-
PORTING DIRECTLY TO RESREP SEEMS TO WORK WELL IN TURKEY. ATTACH-
ING AGENCY ADVISORS TO INDIVIDUAL MINISTRIES FROM TURKISH PERSPEC-
TIVE WOULD APPEAR TO OFFER DRAWBACKS. WHO EXPERT HERE IS
PHYSICALLY SITED IN GOT MINISTRY OF HEALTH AND IS REPORTEDLY
OFTEN BOGGED DOWN IN INTRAMURAL TURKISH POLITICAL SQUABBLES.
SHORT-TERM EXPERTS ATTACHED TO INDIVIDUAL PROJECTS IN MINISTRY
MIGHT AVOID THIS PROBLEM.

4. COORDINATION OF EXTERNAL TECHNICAL ASSISTANCE. THE UNDP
RESREP AND HIS STAFF REGULARLY COORDINATE THEIR TECHNICAL ASSIS-
TANCE EFFORTS WITH OTHER DONORS THROUGH REGULAR INFORMAL LUNCHEONS,
DISCUSSIONS, AND OFFICE VISITS. THE UNDP ANNUAL REPORT INCLUDES
INFORMATION ABOUT OTHER COUNTRY ACTIVITIES IN RELATED FIELDS. THE
UNDP RESREP PARTICIPATES IN THE CONSORTIUM FOR AID TO TURKEY.
WITH THE PHASE-OUT OF US AID, THE UNDP AND THE FRG ARE THE TWO
BIGGEST DONORS OF CONCESSIONAL AID TO TURKEY. SHALLON, AND PAR-
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TICULARLY THE RECENTLY DEPARTED DEPRESREP, MANFRED KULESSA, A
GERMAN, HAVE HAD VERY CLOSE CONTACTS WITH THE FRG EMBASSY.
VIRTUALLY ALL NEW BILATERAL GERMAN PROJECTS ARE COORDINATED WITH
MULTILATERAL ASSISTANCE RENDERED BY UNDP AND THE CONSORTIUM.
CERTAIN PROJECTS ARE PLANNED AND COORDINATED CLOSELY, FOR EXAMPLE
IN THE MINERALS AREA. HERE THE FRG EFFORT IN BOTH CAPITAL AND
TECHNICAL ASSISTANCE HAS FOCUSED ON COAL WHILE THE UNDP/IAEA
IS MAKING A MAJOR EFFORT IN URANIUM. COORDINATION EXTENDS BEYOND

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SHALLON AND THE FRG AMBASSADOR AS WELL; DURING THE RECENT VISIT OF FRG MINISTER OF ECONOMIC DEVELOPMENT BAHR, A SPECIAL LUNCHEON WAS SET UP TO PERMIT UNDP REPRESENTATIVES TO DISCUSS DEVELOPMENTAL ASSISTANCE IN TURKEY WITH THE GERMAN MINISTER AND HIS STAFF.

5. COORDINATION EFFORTS OF THE UNDP HAVE OFTEN BEEN ENCOURAGED BY THE GOT. FOLLOWING THE EARTHQUAKE AT LICE LAST YEAR, FOR EXAMPLE, UNDP RESREP AT REQUEST OF GOT HELD SERIES OF MEETINGS TO COORDINATE CONTRIBUTIONS BY INTERNATIONAL DONORS. ANOTHER EXAMPLE CONCERNS STATE PLANNING OFFICE. IT IS DIVIDED BUREAUCRATICALLY BETWEEN OFFICES THAT DEAL WITH BILATERAL ASSISTANCE AND OFFICES DEALING WITH MULTI-LATERAL ASSISTANCE. COORDINATION BY THE UNDP HAS STRENGTHENED THE HAND OF THOSE IN THE SPO AND OTHER GOT AGENCIES WHO WANT TO ELIMINATE OFTEN BIFURCATED DEVELOPMENTAL EFFORTS AND DEVELOP BETTER COORDINATION AMONG GOT AGENCIES AS WELL AS AMONG OUTSIDE DONORS.

6. FINANCIAL CONSTRAINTS. UNDP HAD ANTICIPATED PROGRAM SUPPORT OF $5.5 MILLION FOR TURKEY IN 1976, BUT HAS NOW BEEN TOLD TO STAY BELOW $3.8 MILLION AS A RESULT OF BUDGETARY CONSTRAINTS. NEVERTHELESS, THE UNDP ASSISTED BY AN EXTRA COST-SHARING CONTRIBUTION OF GOT HOPES TO BE ABLE TO LIVE WITHIN ITS BUDGET WITHOUT CANCELING ANY PROGRAMS. INITIAL PLANNING FOR SECOND FIVE-YEAR CYCLE (1977-81) CALLED FOR $25 MILLION PROGRAM FOR TURKEY. THIS HAS NOW BEEN SCALED BACK TO $20 MILLION. AS A RESULT OF BUDGETARY CUTS SOME PRESENT PROJECTS UNDER CONSIDERATION ARE BEING PHASED INTO 1977. ADDITIONAL ADVERSE EFFECT OF BUDGET CUT IS THAT NEEDED FUNDS ARE NOT AVAILABLE TO DO PRE-SURVEY PROJECT STUDIES FOR SECOND FIVE-YEAR CYCLE. BECAUSE OF LIMITATIONS ON AVAILABLE UNDP FUNDS, CONSIDERATION IS BEING GIVEN TO COMBINATION OF MULTILATERAL AND BILATERAL FUNDS IN PARTICULAR PROGRAMS. IMPACT ON NEW COUNTRY PROGRAM WHICH IS UNDER PREPARATION NOT YET CERTAIN.
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UNDP COUNTRY PROGRAM IN TURKEY IS COORDINATED WITH THE SERIES OF TURKISH FIVE-YEAR DEVELOPMENT PLANS. CURRENTLY, THE PLAN FOR 1972-82 IS UNDER PREPARATION BY THE STATE PLANNING OFFICE.

7.COUNTRY PROGRAMMING. NEW UNDP COUNTRY PROGRAM FOR TURKEY ISCURRENTLY UNDER REVIEW. THE NEW PROGRAM IS FOR 1978-82 BECAUSE OF NEED TO INTERFACE WITH TURKISH FIVE-YEAR PLAN. AS RESULT OF BUDGET CUTS, EXERCISE WILL BE MORE LOW KEY THAN IT WAS PREVIOUSLY. AS COMPARED TO FIRST CYCLE UNDP COUNTRY PROGRAM, SECOND CYCLE PLANS MORE COORDINATION WITH OTHER DONORS AND MORE SECTORAL CONCENTRATION, PARTICULARLY IN THE AREAS OF NATURAL RESOURCES, AGRICULTURE, FORESTRY AND URANIUM.

8. PROJECT EVALUATION AND IMPLEMENTATION. WHILE UNDP HERE OF COURSE UNHAPPY WITH RECENT BUDGETARY STRICTURES, THEY AP-

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PEAR TO BE USING OPPORTUNITY TO FOCUS SERIOUSLY ON COST-BENEFITS OF PROJECTS UNDERTAKEN. UN RES REP SEEMS TO BE SUCCESSFULLY USING ARGUMENT OF BUDGETARY SHORTFALLS TO FORCE GOT AND EXECUTING AGENCIES (PARTICULARLY UNIDO AND ILO) TO SERIOUSLY DETERMINE NEED FOR PROJECTS ON SIZE AND SCALE PREVIOUSLY PLANNED. TRIPARTITE PROJECT REVIEW SYSTEM ALSO IS USED IN THIS CONTEXT TO PRO-
VIDE OPPORTUNITY FOR RESREP TO POINT OUT MAGNITUED OF NEED TO BE MET BY LIMITED RESOURCES AND TO APPEAL FOR INCREASED LOCAL GOVERNMENT COOPERATION IN TERMS OF COST-SHARING AND TIMELY IM-
PLEMENTATION. SHALLON'S EXPERIENCE IN IRAN FROM 1970-74 WHERE HE REPORTEDLY GREATLY EXPANDED UN PROGRAMS AT NO INCREASED COST TO UN IS BEING USED TO ADVANTAGE IN TURKEY DURING PERIOD OF BUDGETARY SHORTFALLS. SHALLON HAS REPORTEDLY ALREADY BOOSTED GOT COST-
SHARING FROM $20,000 IN 1975 TO $700,000 IN 1976

9. APPRAISAL OF PROPOSED PROJECTS. WHILE EMBASSY HAS CONTINUING CONTACT WITH UNDP PERSONNEL AND SOME ACQUAINTANCE WITH PROGRAMS, PHASE-OUT OF US AID MISSION LIMITS OUR ABILITY TO COM-
MET ON UNDP PROJECT DOCUMENTATION AND REVIEW PROCEDURES, PARTICULARLY WITH RESPECT TO TECHNICAL ASPECTS OF PROPOSED PROGRAMS.

10. WOMEN IN DEVELOPMENT. TURKEY HAS ANOMALOUS SITUATION OF TRADITIONAL LOW STATUS OF WOMEN IN RURAL AND URBAN LOWER CLASS CONTEXT CO-EXISTING SIDE-BY-SIDE WITH SUBSTANTIAL NUMBER OF WOMEN PROFESSIONALS AT SENIOR TECHNICAL LEVELS IN GOVERNMENT. UNDP IN ITS OWN ORGANIZATION AND IN CONTACTS WITH GOT AGENCIES PRO-
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MOTES POLICIES OF EQUALITY AND FULL PARTNERSHIP FOR WOMEN. UN ASSISTANT RESREP POINTED OUT THAT SHE FOUND IT IMPORTANT THAT IN YEAR OF BUDGET CUTS TWO UNDP/WHO PROJECTS PLANNED FOR TURKEY SPECIFICALLY INVOLVING WOMEN ARE NOT BEING CUT. ONE IS A LITERACY PROJECT SPECIFICALLY GEARED FOR LOWER-CLASS WOMEN AND THE SECOND IS A HEALTH MANPOWER PROJECT TO TRAIN MIDWIVES, NURSES AND PARAMEDICS.
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